



DEPARTMENT OF PLANNING
STAFF REPORT

PLANNING COMMISSION PUBLIC HEARING

DATE OF HEARING: December 17, 2009

CMPT 2009-0013

**HS-7, DULLES SOUTH HIGH SCHOOL AND ELEMENTARY SCHOOL SITE,
GOSHEN ROAD ASSEMBLAGE**

DECISION DEADLINE: January 14, 2010

ELECTION DISTRICT: Dulles

PROJECT PLANNER: Marchant Schneider

EXECUTIVE SUMMARY

The Loudoun County School Board (LCSB) has submitted an application for Commission approval to permit construction of a High School (HS-7) and Elementary School containing up to a cumulative 397,000 square feet plus associated recreational facilities in the TR-1UBF (Transitional Residential-1) and PD-GI (Planned Development-General Industry) zoning districts. A Commission Permit is required when a proposed public use is not identified as a feature of the adopted Comprehensive Plan or as part of specific development plans authorized by the Zoning Ordinance to include such public uses.

The subject property is approximately 97.16 acres in size and is located along both sides of Goshen Road (Route 616), approximately 1 mile south of John Mosby Highway (Route 50), and approximately 0.5 mile north of Braddock Road (Route 620) (see *Vicinity Map, Page 3*). The area is governed by the policies of the Revised General Plan (Transition Policy Area, Upper Broad Run and Upper Foley subareas) which designate this area for residential development at a base density of 1 dwelling unit per acre and non-residential uses which provide a visual and spatial transition between suburban development to the east and rural development to the west.

The proposed high school is identified as HS-7 in the FY 2010-2014 LCPS School Board Adopted Capital Improvement Program (CIP) (Freedom High School Cluster). Subject to the ratification of the Commission Permit and approval of a subsequent Special Exception (SPEX) application, LCSB anticipates opening HS-7 for the 2012-2013 school year.

The FY 2010-2014 CIP also identifies the need for three elementary schools to serve Dulles South. The proposed elementary school site will be identified as one of the needed facilities during future review of the CIP. The attendance areas for both schools will be determined approximately 12-18 months prior to the opening of each school.

RECOMMENDATIONS

Staff finds that the general location, character and extent of the proposed facilities are in substantial accord with the adopted Comprehensive Plan policies (Transition Policy Area, Upper Broad Run and Upper Foley subareas). Institutional uses, such as public schools, are identified as appropriate land uses within the policy area. Staff recommends approval of the application.

SUGGESTED MOTIONS

1. I move that the Planning Commission approve CMPT 2009-0013, HS-7, Dulles South High School and Elementary School Site, Goshen Road Assemblage, and forward the application to the Board of Supervisors for ratification, subject to the Commission Permit Plat dated October 14, 2009, revised through November 30, 2009.

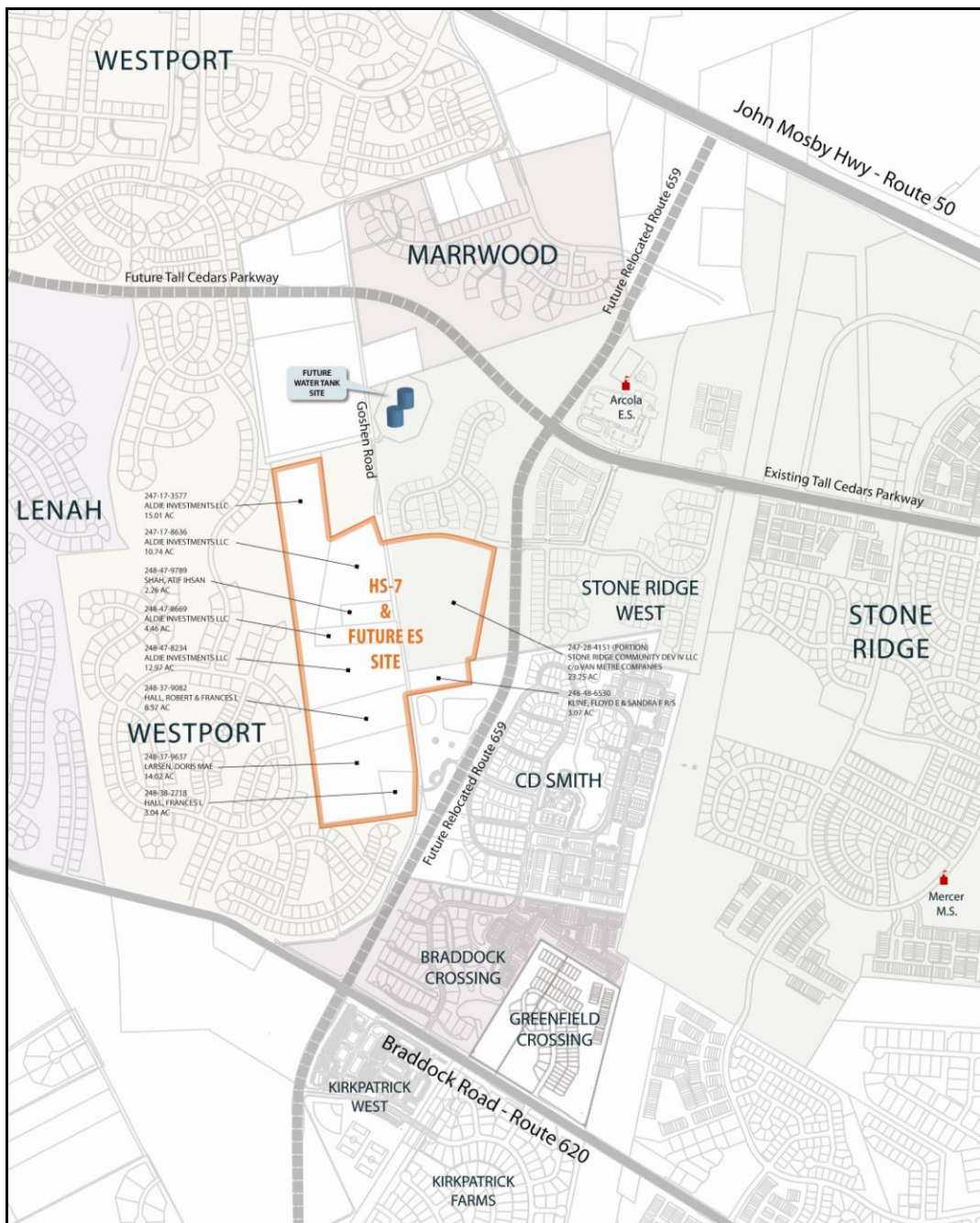
OR,

2. I move that the Planning Commission forward CMPT 2009-0013, HS-7, Dulles South High School and Elementary School Site, Goshen Road Assemblage, to a subsequent worksession for further discussion.

OR,

3. I move an alternate motion.

VICINITY MAP



Directions:

From Leesburg, take Route 15 south to east Route 50 (Gilberts Corner). Travel approximately 3.5 miles and turn right onto Goshen Road (Route 616). Travel approximately 1 mile. The property is located east and west of Goshen Road.

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I. APPLICATION INFORMATION

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APPLICANT'S REQUEST

Commission Permit to determine whether a proposed High School and Elementary School site is consistent with the adopted Comprehensive Plan land use policies. The application was accepted on October 29, 2009.

LOCATION

East and west side of Goshen Road (Route 616), approximately 1 mile south of John Mosby Highway (Route 50).

TAX MAP/PARCEL

Tax Map	PIN#	Acreage	Zoning	Address
/100///2////4/	247-17-3577	15.02 ac	TR-1	
/100///6////2/	247-17-8636	10.74 ac	TR-1	24751 Goshen Road, Aldie, VA
/100///6////1/	248-47-9789	2.26 ac	TR-1	24797 Goshen Road, Aldie, VA
/100////////31B	248-47-8669	4.36 ac	TR-1	24821 Goshen Road, Aldie, VA
/100///2////3/	248-47-8234	12.93 ac	TR-1	
/100///2////2/	248-37-9082	8.57 ac	TR-1	
/100///2////1/	248-37-9637	14.04 ac	TR-1	
/100////////33/	248-38-2718	3.0 ac	TR-1	24939 Goshen Road, Aldie, V
/100////////36A	248-48-6530	3.0 ac	PD-GI	24866 Goshen Road, Aldie, VA
/100////////54/	247-28-4151 (portion)	23.24 ac	TR-1	

ZONING

TR-1UBF (94.16 acres) and PD-GI (3.0 acres)
(1993 Revised Zoning Ordinance)

ACREAGE OF SITE 97.16

SURROUNDING ZONING/ LAND USES

	ZONING	PRESENT LAND USES
NORTH	TR-1UBF	Vacant / (Stone Ridge)
SOUTH	TR-1UBF and PD-H4	Vacant / (Westport and CD Smith)
EAST	PD-H4	Residential / (Stone Ridge)
WEST	TR-1UBF	Vacant / (Westport)

II. REFERRAL AGENCY COMMENT SUMMARY

TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
Comprehensive Plan	<ul style="list-style-type: none"> ○ (Commission Permit). General location, character, and extent of public facilities to be in substantial conformance with land use policies of the <u>Revised General Plan</u> (RGP) (Transition Policy Area, Upper Broad Run and Upper Foley Subareas), <u>Revised Countywide Transportation Plan</u> (Revised CTP), and the <u>Bicycle and Pedestrian Mobility Master Plan</u> (Bike/Ped Plan). Status: No issue. Institutional use consistent with planned land use designation (Transition). ○ Non-residential uses to represent appropriate transition from suburban to rural land uses. No issue. Continuous network of open space (wetlands easement and public park) along eastern boundary, recreational facilities and open space requirements associated with the school uses will provide visual and spatial separation and transition from suburban to rural land uses. ○ Non-residential uses to front arterial or collector roads. Status: No issue. Subject sites will be accessed by public road via Route 659 Relocated (Northstar Boulevard), a planned arterial road. ○ Civic/institutional uses to be located on periphery of neighborhood development or within core areas adjacent to roads that can accommodate traffic. No issue. Sites located at periphery of multiple residential developments (Stone Ridge, Westport, CD Smith) and adjacent to a planned arterial road.
Transportation	<ul style="list-style-type: none"> ○ Bicycle and pedestrian facilities along baseline connecting roadways (Northstar Boulevard) and access to school sites identified in the Bike/Ped Plan. No issue. Detail review of facilities and connections to be conducted with subsequent SPEX applications. A preliminary pedestrian plan has been included with the Commission Plat (Sheet 7). ○ A detailed traffic study to be prepared and submitted to the County. No issue. Impacts to surrounding road network and associated mitigation measures to be identified during review of requisite traffic study submitted with future SPEX applications.

Zoning	o Notation and zoning reference revisions. Status: Resolved.
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POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION	
<u>Revised General Plan</u>	
Chapter 8, Transition Policy Area, Subarea Map	
Chapter 8, Land Use Pattern, text	
Chapter 8, Community Design Policies, Policy 15, 23.c	
Chapter 11, Transition Policy Area Design Guidelines, Guidelines 3a,3c	
Countywide Transportation Plan (CTP)	
Appendix 1, Design Guidelines for Major Roads, Transition Policy Area, Route 659 Relocated.	
Bicycle and Pedestrian Mobility Master Plan (Bike/Ped Plan)	
School Access Policies, page 36, 37	
<u>Revised 1993 Zoning Ordinance</u>	
Section 2-1700: TR-1 District Regulations	
Section 4-600: PD-GI District Regulations	
Section 6-1100: Commission Permit	

III. Findings

1. The general location, character, and extent of the proposed High School and Elementary School use and associated recreation facilities are in substantial accord with the existing land use policies of the Revised General Plan (RGP) (Transition Policy Area, Upper Broad Run and Upper Foley Subareas) based on the following:
 - a. Institutional uses, such as public schools, are identified as appropriate non-residential uses within the Transition Policy Area. A wetlands easement and a proffered public park along the eastern boundary of the subject site as well as recreational facilities and open space requirements associated with the school uses will provide a visual and spatial transition between existing and planned suburban land uses east of the site and rural land uses to the west.
 - b. The proposed school sites are located central to several approved developments (Stone Ridge, Westport, CD Smith, Marwood, Braddock Crossing). The sites are positioned to serve existing and future suburban, transition, and rural populations.
 - c. The proposed school sites will have access to planned arterial and collector roads (Route 659 Relocated and Tall Cedars Parkway), local roads (Goshen Road), and planned pedestrian connections to adjacent neighborhoods.

2. The application is in accordance with the Revised 1993 Zoning Ordinance. Mitigation of development impacts on the subject property and the compatibility of the proposed school facilities with adjacent land uses will be evaluated at the time of submission of a Special Exception (SPEX) application for the High School and Elementary School use.

IV. PROJECT REVIEW

A. CONTEXT

In response to the direction by the Board of Supervisors and the Loudoun County School Board to incorporate public participation earlier in the review process for potential school site acquisition, a Commission Permit (CMPT) application for a high school and elementary school site is being processed independent of a Special Exception (SPEX) application. Separation of the two processes is intended to allow for public input regarding the general location of the school sites and for the Planning Commission to determine whether the public use is in substantial accord with adopted policies of the Revised General Plan (RGP) prior to completion of the sales contract study period and subsequent purchase of the school site. Approval of the Commission Permit by the Planning Commission (*and ratification of the permit by the Board of Supervisors*) acknowledges the subject site as an appropriate location for proposed school development; however, such a decision will not permit construction of the proposed schools. A SPEX application will be required in order to assess and mitigate the potential impacts of the proposed school uses as well as evaluate the compatibility of the proposed school facilities with adjacent land uses (i.e. traffic, screening, lighting, pedestrian access, etc.).

The Board of Supervisors took official action on March 17, 2009 to expedite all land use applications associated with MS-5 and HS-7 and to take all steps to ensure that these applications were given priority and made available for Planning Commission and Board of Supervisors review as soon as possible. MS-5 was approved by the Board on July 28, 2009 (CMPT 2009-0004, SPEX 2009-0017).

As noted above, the proposed high school (HS-7) is identified in the FY 2010-2014 LCPS School Board Adopted Capital Improvement Program (CIP). Land funds for HS-7 became available in July of 2006; construction funds in November 2008. The proposed high school will relieve student overcrowding at Freedom High School. Freedom High School is located within the South Riding development, approximately 3 miles from the subject property. Upon approval of the requisite CMPT and SPEX applications, LCSB anticipates opening HS-7 for the 2012-2013 school year. The proposed elementary school site will be identified as one of three needed facilities described in the FY 2010-2014 CIP during future review of the program. The attendance areas for both schools are determined approximately 12-18 months prior to the opening of each school.

Location

The subject property is approximately 97.16 acres in size and is located east and west of Goshen Road, between Route 50 and Braddock Road (see *Vicinity Map, Page 3*). The site is bounded by existing and planned residential development to the north and east (Stone Ridge West), by-right residential development east and west of the site (Westport subdivision), and planned residential development to the southeast (C.D. Smith). A community park/civic area (approximately 14.5 acres) is located adjacent to the site, between the eastern boundary and planned Route 659 Relocated. A 7-acre wooded wetland conservation easement is located north of the park, also between the eastern boundary of the site and planned Route 659 Relocated. A future water tank site and Arcola Elementary School is located to the north.

Proposed Development

LCPS standards for a high school facility include a building up to 292,000 square feet with a program capacity for 1800 students and multiple recreation and athletic facilities (i.e. stadium, concessions, baseball/softball dugouts, etc.). Standards for an elementary school include a two-story building up to 105,000 square feet with a program capacity for 875 students and recreational facilities (softball/baseball fields and a multi-purpose field).

Transportation

The subject site is currently accessed from Goshen Road, an unpaved local road. Primary access to HS-7 will be provided via a public road constructed between Route 659 Relocated (Northstar Boulevard) and Goshen Road. A second public road between the proposed elementary school site and Route 659 Relocated (across the CD Smith property) is also being evaluated. A two-lane half section of planned Route 659 Relocated is to be constructed between Tall Cedars Parkway and Braddock Road. LCPS proposes to abandon existing Goshen Road across the subject site south to Braddock Road as part of the development of the two school sites. A traffic study submitted with the requisite SPEX applications will be used to determine what road improvements will be necessary to serve the schools and ensure adequate Level of Service (LOS).

The Applicant has also included a preliminary pedestrian access plan with the Commission Permit Plat (See *Attachment 4, Sheet 7*).



Figure 1. Proposed Development Illustrative

Site Conditions

The topography of the subject site varies east and west of Goshen Road. The site is predominately wooded with evergreens and hardwood. Limited areas of steep slopes, wetlands, and floodplain are located on northwest the subject property adjacent to the South Fork of the Broad Run (west of Goshen Road). An unnamed tributary to the South Fork of the Broad Run is located along the western boundary of the property.

Community Meetings Prior to the Planning Commission Public Hearing

A community information meeting was conducted by LCPS at Mercer Middle School on November 18, 2009. The Stone Ridge HOA discussed the application at a meeting held on November 17, 2009.

B. SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues identified by Staff.

C. OVERALL ANALYSIS

REVISED GENERAL PLAN

Commission Permit

As noted above, the Zoning Ordinance requires a Commission Permit when a proposed public use is not identified as a feature of the adopted Comprehensive Plan or as part of certain development plans authorized by the Zoning Ordinance to include such public uses. Commission Permit applications are evaluated to determine whether the general location, character, and extent of the proposed public use is in substantial accord with the Revised General Plan (RGP). Compliance with RGP policies regarding site design and layout, environmental impacts, scale and intensity, and parking and pedestrian/bicycle accommodations will be evaluated during the Special Exception review process (*and required prior to the submission of construction plans for the school facilities*).

The General Public Facilities Policies of the RGP state the County will determine the need for new public facilities and will identify suitable sites based on the Revised General Plan, appropriate area plans, land use, and growth policies. The standards and levels of service for these public facilities are as prescribed in the Board of Supervisors Adopted Service Plans and Levels. Derived from the Adopted Service Plans and Levels is the School Board Adopted Capital Improvements Program (CIP) which identifies the proposed High School as HS-7 respectively. The proposed elementary school will fulfill one of three future elementary school sites identified by the CIP for the Freedom High School Cluster.

Land Use

The proposed school sites are located within the Dulles Community of the Transition Policy Area (Upper Broad Run and Upper Foley subareas). The Transition Area is intended to develop with a unique and innovative blend of rural and suburban development features that fully integrate the elements of the Green Infrastructure and establish natural open spaces as a predominant visual element and enhancement to the area's river and stream corridors. The non-residential component of the Transition Policy Area is to be comprised of uses which represent an appropriate transition from suburban to rural land uses to include institutional uses such as public schools and other compatible land uses. Such uses are to promote a rural character while serving both rural and suburban populations. RGP community design policies recommend large-scale civic or institutional uses (i.e. more than 15 buildable acres) be located on the periphery of an individual neighborhood or in core areas on roads that can

accommodate traffic volumes associated with the use. Specific to the Transition Area, such uses are to front arterial or collector roads and are to be developed at a scale that allows them to blend effectively (visually and spatially) into a rural landscape.

RGP policies and Zoning Ordinance requirements will require fifty percent of the subject site to be preserved as open space. A wetlands preservation easement associated with the Stone Ridge development and a proffered park (CD Smith, ZMAP 2002-0003) will provide a non-developable area between the proposed school sites and Route 659 Relocated. This continuous network of open spaces will enhance the visual prominence of the school buildings along Route 659 and help provide a transition from the suburban policy area to the rural policy area. Further, the schools would be located along the periphery of the Westport, CD Smith and Stone Ridge residential developments with direct access to Route 659 Relocated, a planned arterial road. Lastly, the school sites are on the boundary between the Suburban and Transition Policy Areas and will position the school to serve students from both developed and planned communities within each Policy Area.

Staff finds that the general location, character, and extent of the proposed uses are in substantial accord with the Comprehensive Plan. Transition area policies anticipate the development of public schools along major roadways and where such non-residential uses will provide a transition between suburban and rural land uses. Staff supports the approval of a Commission Permit for the proposed public High School and Elementary School.

TRANSPORTATION

Existing, Planned and Programmed Roads

As noted above (*see Transportation, page 9 above*), two public roads are proposed to the site via planned Route 659 Relocated. The eastern and western portions of the site are currently accessed via Goshen Road, an unpaved local road. Goshen road is proposed to be abandoned across the subject site south to Braddock Road following development of the two schools and alternate access being provided (planned Route 659 Relocated).

Route 659 Relocated (North Star Boulevard) is a planned roadway corridor running from Existing Route 659 (Belmont Ridge Road) in the Brambleton development south to Route 50 and connecting with the future Route 234 Bypass in Prince William County. The 2001 Revised Countywide Transportation Plan (CTP) calls for Route 659 Relocated to be a six-lane divided (U6M) minor arterial with controlled access. A grade-separated interchange is planned at Route 50. The final alignment of Route 659 Relocated between its current southern terminus south of Creighton Road (in Brambleton) and Tall Cedars Parkway (in Stone Ridge) has not been determined. From Tall Cedars Parkway south to Braddock Road (Route 620), right-of-way (ROW) for Route 659 Relocated has

been identified and construction of a two-lane half section has been proffered by several approved and active rezoning applications in the area.

The 2003 Bicycle & Pedestrian Mobility Plan categorizes Route 659 Relocated as a “baseline connecting roadway” along which bicycle and pedestrian facilities are envisioned in the future. Such facilities are anticipated to be incorporated into the design and construction of this future roadway; a multi-use trail is depicted along the east side of Route 659 Relocated on the most recently approved Stone Ridge rezoning plat (ZMAP 2002-0013). A preliminary pedestrian access plan has been provided with the Commission Permit application (*See Attachment 4, Sheet 7*).

A traffic study submitted with the requisite SPEX applications will be used to determine what road improvements will be necessary to serve the high school and elementary school and to ensure adequate Level of Service (LOS). Further discussion of the existing, planned, and programmed road is included in Attachment 1.c.

ZONING

The subject site is zoned TR-1UBF (Transitional Residential-1) and PD-GI (Planned Development-General Industry) and is administered under the Revised 1993 Loudoun County Zoning Ordinance. The proposed public facility requires a Commission Permit in accordance with Section 6-1101. The subject property is also located within the Airport Impact (AI) Overlay District and partially within the Floodplain Overlay District (FOD).

Subsequent to Planning Commission approval of a Commission Permit, a decision to ratify or overturn the Commission’s action must be made by the Board of Supervisors within 60 days. Otherwise, the action taken by the Commission will be considered ratified by the Board. The Board anticipates hearing public comment on the application and taking action in January 2010.

Zoning Staff reviewed the application and recommended, among other items, note, and reference changes to the Commission Permit Plat. The recommended revisions have been adequately addressed by the Applicant.

V. ATTACHMENTS (UNLESS NOTED OTHERWISE, ATTACHMENTS ARE NOT AVAILABLE ELECTRONICALLY BUT MAY BE OBTAINED FROM THE DEPARTMENT OF PLANNING)	PAGE NUMBER
1. Review Agency Comments	
a. Planning, Comprehensive Planning (11-24-09)	A-1
b. Building and Development, Zoning (11-20-09)	A-4
c. Office of Transportation Services (11-19-09)	A-6
2. Applicant’s Response to Referral Comments (11-30-09)	A-11
3. Applicant’s Statement of Justification (Revised 11-30-19)	A-14
4. Plat (revised 11-30-09)	Follows A-22